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# Report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

## I. Introduction

1. The present report is submitted pursuant to paragraph 39 of Security Council resolution 2147 (2014). It covers major developments in the Democratic Republic of the Congo since my report of 5 March 2014 (S/2014/157), including with regard to the implementation of national commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region and progress made by the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) in implementing its mandate. It also provides an update on the reconfiguration of MONUSCO and the transfer of tasks to the United Nations country team.

## II. Major developments

### Political developments

2. During the reporting period, the political environment was increasingly dominated by the debate among key actors over the conduct of the electoral process, in particular in the wake of the publication by the Independent National Electoral Commission of a partial electoral calendar, which sets the time frame for the organization of the local (municipal, urban, local) elections from June to October 2015. Implementation of other commitments under the Peace, Security and Cooperation Framework and the National Dialogue has also continued, albeit haltingly.

3. On 20 March in Kingakati, at a meeting of the presidential majority chaired by the President of the Democratic Republic of the Congo, Joseph Kabila Kabange, the possibility of amending some provisions of the Constitution to allow for the holding of provincial elections by indirect suffrage, in order to elect provincial deputies, governors and vice-governors and national senators, was discussed.

4. On 3 April, Sauvons la République démocratique du Congo, an opposition platform, concluded a four-day workshop in Kinshasa, urging the Congolese population to resist any attempts to amend the Constitution. That message was echoed on 10 April by Agir pour des elections transparentes et apaisées, a large civil society umbrella platform.

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5. On 11 April, in Mbandaka, Equateur Province, the Parti du peuple pour la reconstruction et la démocratie held a two-day congress to discuss the restructuring of the internal organs of the party ahead of the upcoming local elections. On 25 April, at a meeting chaired by its Secretary-General, Aubin Minaku, the political bureau of the presidential majority reiterated the intention of the ruling coalition to hold a referendum on the revision of some articles of the Constitution, with a view to moving to indirect provincial elections.

6. On 31 May, the President met all the ambassadors in Kinshasa and my Special Representative for the Democratic Republic of the Congo and Head of MONUSCO, Martin Kobler. He confirmed his commitment to implementing all the resolutions of the National Dialogue, including the implementation of the amnesty legislation.

7. At the legislative level, on 8 May the National Assembly rejected three bills put forward by the Ministry of Justice and Human Rights owing to non-compliance with the Constitution. One of the rejected bills proposed an amendment to the act of 11 April 2013 on the judiciary, with the aim of establishing specialized (mixed) chambers to adjudicate cases relating to crimes of genocide, crimes against humanity and war crimes committed by civilians. The other two were a bill to modify the legislation governing the Military Justice Code and a bill on the declaration of assets by the President and government officials. The first two bills will be resubmitted, while the bill on the declaration of assets may be converted into an administrative measure.

8. On 14 and 18 April, the Ministry of Justice published a series of decrees granting amnesty to 271 individuals, including former Mouvement du mars 23 (M23) elements, members of the Bundu Dia Kongo, Bakata Katanga and key opposition figures. On 10 June, the Government reportedly released a third list of 109 beneficiaries, including former elements from M23, the Union des patriotes congolais, Raia Mutomboki, Mayi Mayi Morgan and Bakata Katanga.

**Progress on implementation of national commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region**

9. On 30 April, the Minister of Planning hosted a meeting in Kinshasa on the implementation of the Framework and the national strategic programme. The meeting provided an opportunity to underscore the need for donors, chairs of the thematic groups and senior Cabinet ministers to support efforts by the Government to implement its national commitments.

10. From 10 to 15 May, the National Oversight Mechanism, with the support of MONUSCO, the United Nations country team, civil society and the members of the Donor Partner Coordination Group organized a five-day workshop to develop a matrix of benchmarks and indicators pertaining to the six national commitments. The workshop was preceded by awareness-raising sessions in Kinshasa and at the provincial level in order to enhance national ownership of the process.

**Security sector reform**

11. Progress on army reform continued to be limited. In April and May, the President informed my Special Representative that the Government would not be seeking international assistance for army and defence reform. The battalions

designated by the Armed Forces of the Democratic Republic of the Congo (Forces armées de la République démocratique du Congo — FARDC) to form the nucleus of the rapid reaction force have not been redeployed from their operational zone in North Kivu to the Tactical Training Centre in Kisangani. FARDC has not participated in the coordination meetings chaired by MONUSCO that are designed to advance the concept and practice of the rapid reaction force. Furthermore, the President has yet to nominate around 200 generals to key command positions, including for the military academies and training schools.

12. On 11 April, the Chief of the General Staff of FARDC, General Didier Etumba, established a technical committee for army reform, composed of Congolese experts, charged primarily with the task of advancing reforms and strengthening coordination with international partners. The committee has yet to meet and establish a workplan.

13. In contrast, police reform projects saw good progress taken forward by the long-established Police Reform Monitoring Committee. The implementation of the five-year reform plan of the Congolese National Police, adopted in late 2013, risks, however, being postponed by a year because of a shortfall of $173 million for police reform in the national budget for 2014.

**Consolidation of State authority**

14. On 14 May, the stabilization and reconstruction plan for war-affected areas was extended until 2017. While the plan had previously covered areas recovering from armed conflict, it has now been transformed into a national stabilization and reconstruction programme under presidential authority, under which the country is subdivided into six zones. Activities are aimed at the restoration of State authority in areas formerly under the control of armed groups and improving governance; facilitating the voluntary return and reintegration of internally displaced persons and refugees in line with international humanitarian and refugee law; protecting civilians and fighting sexual violence; linking the third national disarmament, demobilization and reintegration plan and community recovery; promoting socioeconomic reconstruction and infrastructure development; and boosting agricultural activities and rural electrification to promote microindustries, microfinance, vocational training and regional integration projects. Structures have been established at the local, provincial and national levels. As part of the three-tier national mechanism under the authority of the Prime Minister and the Minister of Planning, a national coordinator and a team of experts were appointed on 16 May.

15. On 25 April, my Special Representative and the Governor of South Kivu launched the Shabunda-Burhale road rehabilitation programme, implemented by the United Nations Office for Project Services and with funding from the Government of the United Kingdom of Great Britain and Northern Ireland under the joint programme of the International Security and Stabilization Support Strategy and the stabilization and reconstruction plan for war-affected areas. The road will allow access to South Kivu, facilitating the restoration of State authority, security and development in the eastern part of the country.

16. In April, the Government launched a three-month training course for 335 police officers from all eastern provinces, which included the mining police, special police for the protection of women and children and the community police. In North Kivu (Masisi, Walikale, Lubero and Butembo), 21 judicial clerks were deployed to

the magistrates' courts and the military courts to reinforce the justice sector. The new magistrates' courts in Masisi and the prison in Manono in north Katanga Province were opened in June.

**Decentralization**

17. Following the adoption in 2013 of a road map for the devolution of certain powers from the national level to the provincial governments, the Government embarked on a vast awareness-raising campaign. The organization act on the demarcation of provincial entities and the draft programmatic act on the establishment of new provinces remain under consideration by the National Assembly. In addition, the draft organization act on public services at the central level, provinces and decentralized entities was adopted on 12 June. Progress in the electoral process, in terms of planning for future local and municipal elections, is becoming increasingly linked to progress in the decentralization process.

**Structural reforms of government institutions, including financial reforms**

18. The Government held a second national conference on mining in Goma on 24 and 25 March, chaired by the Prime Minister. It was attended by senior government officials, my Special Representative, my Special Envoy for the Great Lakes Region, Mary Robinson, and representatives of the World Bank, the European Union and the African Development Bank. The participants discussed ways of enhancing the sustainable management of natural resources in post-conflict settings.

19. Regarding administrative reforms, the report of the Political, Administrative and Judiciary Commission referring to the organization act on the organization, functioning and powers of administrative courts was adopted by the National Assembly on 16 May. The adoption and promulgation of that legislation will establish the Conseil d'État as the highest administrative court in the country.

20. As part of efforts to move forward on financial reforms, four technical assistance missions of the International Monetary Fund visited the Democratic Republic of the Congo, including from 14 to 27 May, for the development of a medium-term budget framework. That framework aims to include, for the first time, a consolidated budget for the provinces and the central Government. Challenges remain regarding the budget preparation process at the provincial level.

**Reconciliation, tolerance and democratization**

21. The pace of implementation of key reforms remained slow, mainly owing to delays in appointing the new Government of national unity. Consequently, few of the 100 priority recommendations were implemented. The processing of bills put forward for discussion in the parliament, in line with the National Dialogue, was stalled. Some of those bills were intended to complete the judicial architecture and the decentralization process and to support the protection of natural resources, notably through the regulation of oil exploitation.

**Electoral developments**

22. The Independent National Electoral Commission held consultative meetings with, and training courses for, national stakeholders to enhance the credibility and transparency of the electoral process. On 21 April, in consultation with the

Government, the Commission finalized two separate budget proposals based on two possible road maps for the electoral cycle, for either direct or indirect provincial elections. International partners are currently awaiting a decision by the parliament on its preferred option, including the budget and calendar. On 26 May, the Commission published the calendar for local elections to be held in the second half of 2015. The calendar sets the date of 14 June 2015 for the election of municipal councillors and councillors for the *secteurs* and *chefferies*, by direct universal suffrage; the election of urban councillors and *bourgmestres* and *chefs de secteur* by indirect suffrage for 29 August 2015; and the elections for mayors and deputy mayors by indirect suffrage for 15 October 2015. The opposition expressed concern about the sequencing proposed and requested the Commission to publish a comprehensive calendar, including the legislative and presidential elections.

23. On 6 June, the Commission entered an operational phase by mapping polling sites and undertaking a limited operation throughout the country to update the voter registry. Following an official request by the Commission, MONUSCO provided logistical support with air and road assets.

**Situation in the eastern Democratic Republic of the Congo**

24. The Forces démocratiques de libération du Rwanda (FDLR) continued to pose a significant threat in the east, in particular in northern Rutshuru, southern Lubero and some parts of Walikale territory in North Kivu and Mwenga territory in South Kivu. On 18 April, several clashes were recorded between FDLR and FARDC, including in the Virunga National Park during which three soldiers were killed. In late April, FARDC launched offensive actions against FDLR, during which the leader of an FDLR splinter group, "Colonel" Kasongo, was killed on or around 25 or 26 April. The circumstances surrounding his death remain unclear. In southern Lubero territory, FDLR strengthened its alliance with Mayi-Mayi Lafontaine owing to renewed aggression by Nduma Defence of Congo/Cheka.

25. On 18 April, FDLR/Forces combattantes Abacunguzi published a communiqué in which they announced their intention to surrender to the Southern African Development Community (SADC) in North and South Kivu on 30 May, in exchange for negotiations and an intra-Rwandan dialogue. As a result, MONUSCO established plans to absorb a possible influx of FDLR elements and their dependants.

26. On 30 May, in the presence of MONUSCO and representatives of the Government, 102 active FDLR combatants voluntarily disarmed in Katiku, North Kivu, and handed over 102 weapons. On 9 June, 83 FDLR members disarmed in Kigogo, South Kivu, laying down 83 weapons. They were accompanied by 223 dependants. The Government expressed its desire for the disarmament process to be concluded within 30 days, but noted that it was flexible, should there be solid technical grounds for an extension of the timeline.

27. The situation in North Kivu was otherwise dominated by continuing military operations against the Allied Democratic Forces (ADF) and the Alliance des patriotes pour un Congo libre et souverain (APCLS). In Beni territory, FARDC registered significant progress in its operations against ADF and seized several important camps. However, the group remains active and scattered, with some spillover effects in Ituri district. ADF also continued to lay ambushes for FARDC. The heaviest loss occurred on 1 May when 26 soldiers were killed in an ADF ambush north-east of Beni. On 8 May, the chief of the Uganda People's Defence

Force, General Katumba Wamala, met his Congolese counterpart, General Etumba, in Beni to discuss ways of enhancing collaboration between the two armies in neutralizing ADF.

28. In Masisi territory, the security situation improved significantly throughout the reporting period following joint operations by FARDC and MONUSCO against APCLS.

29. In South Kivu, the security situation remained unpredictable, in particular in Fizi, Mwenga, Shabunda, Walungu and Uvira territories. While elements from Mayi-Mayi groups Yakutumba, Bede and Raia Mutomboki surrendered to join the disarmament process, their leaders did not surrender and the armed groups continue to represent a threat to the population, the enhanced military posture of FARDC notwithstanding.

30. In southern and central Katanga, the security situation remained fragile, with sporadic Bakata Katanga attacks in Mitwaba and Sakania territories. Cross-border armed activities from South Kivu by Mayi-Mayi Yakutumba, armed bandits and suspected FDLR elements were reported in Kalemie, Moba and Nyunzu territories. The head of the National Security Agency-Kabalo and the Kabalo civil society coordinator confirmed the presence of FDLR elements in several parts of Kabalo territory (300 km west of Kalemie). The period under review witnessed an escalation in the Pygmy-Bantu conflict, with increased inter-community violence in Kalemie, Manono, Moba and Nyunzu territories and local leaders stressing that there was a need for a political solution.

31. In Orientale Province, the security situation remained volatile owing to renewed armed group activities in Niangara and South Irumu territories and recurrent tensions between Mbororo herders and local civilians in Ango and Bondo territories. Continuing operations against the Forces de résistance patriotiques en Ituri (FRPI) in South Irumu territory by FARDC with support from MONUSCO resulted in a gradual improvement in the security situation and the progressive return of displaced populations. Members of the Mbororo community were reportedly targeted by FARDC soldiers, who accused them of being armed and supporting the Lord's Resistance Army (LRA).

32. Recent reports indicate small groups of LRA elements crossing the border from the Central African Republic into the Democratic Republic of the Congo, presumably under heavy military pressure from the Ugandan military operating under the banner of the African Union Regional Task Force. Incidents of abductions of civilians, looting and extortions attributed to LRA increased within the Niangara-Bangadi-Ngilima triangle and in the wider Dungu area.

33. On 14 April, the leader of Mayi-Mayi Simba, Paul Sadala, alias Morgan, was brought in a critical condition to the MONUSCO operating base in Komanda, where he was pronounced dead. He had reportedly been fatally injured while surrendering to FARDC. The military prosecutor in Bunia, with support from MONUSCO, has opened an investigation into the matter.

34. In Maniema, spillover effects from the conflict in the Kivus contributed to a degradation of the fragile security situation. Incursions by Raia Mutomboki elements into Kabambare and Punia territories and Mayi-Mayi Cheka and Simba elements into Lubutu territory were noted.

**Humanitarian situation**

35. The estimated number of internally displaced persons in the Democratic Republic of the Congo stands at 2.6 million, a decrease from 2.9 million in the previous period. With an increase from 400,000 to 500,000 internally displaced persons, Katanga is the only province where their numbers have globally increased. North Kivu witnessed substantial new displacements in Masisi territory owing to fighting between APCLS and FARDC, while new internally displaced persons arrived in Lubero territory fleeing the activity of armed groups in Walikale territory.

36. On 16 April, the Office of the United Nations High Commissioner for Refugees launched a $274 million regional refugee response plan for refugees from the Central African Republic, of which $72 million is earmarked for the Democratic Republic of the Congo. The number of refugees from the Central African Republic in Equateur and Orientale Provinces, which had decreased from 62,000 to 56,000 between February and April, increased once again in mid-May.

37. On the basis of comprehensive response plans, the pooled fund allocated $13 million in June to respond to new humanitarian needs in South Irumu territory in Ituri district, Masisi territory in North Kivu and throughout Katanga. While the European Community Humanitarian Office pledged 5 million euros for Katanga in April, the 2014 humanitarian appeal for the Democratic Republic of the Congo, with a funding level set at $832 million, is only 15 per cent funded.

**Economic developments**

38. The International Monetary Fund projected that the gross domestic product of the Democratic Republic of the Congo would grow by 8.7 per cent in 2014. Economic growth continues to be driven primarily by the agriculture and mining sectors, and in particular by the demand for copper, cobalt and gold. While the foundations of the economy strengthened, the human development index remains one of the lowest in the world and the poverty rate is estimated at 70 per cent of the population. Gross domestic product per capita is currently less than $200, compared with $374 in 1970. The unemployment rate exceeds 50 per cent.

39. On 20 March, the World Bank approved $73.1 million in technical assistance to fund cumulative impact assessment studies on the Inga III hydropower dam project. On 16 May, the Senate demanded additional time to consider the bill sponsored by the Minister for Foreign Affairs on the ratification of the Inga III treaty, signed with South Africa in November 2011.

**Regional developments**

40. The relationship between the Democratic Republic of the Congo and Rwanda continued to be clouded by the presence of 621 former M23 fighters still in Rwanda and the delays in Congolese military operations against FDLR. The Congolese technical mission to Rwanda, undertaken within the framework of the Nairobi Declarations to register former M23 fighters, was twice denied entry into Rwanda. The Government of Rwanda has expressed scepticism to SADC about the FDLR voluntary disarmament initiative. The Congolese authorities, however, while confirming that the military option against FDLR remains on the table, intend first to assess the outcome of the FDLR disarmament process.

41. Relations with Uganda evolved considerably during the reporting period, as illustrated by the visit to Beni of a high-ranking delegation from the Ugandan army, led by its Chief of the Defence Staff, and the cooperation of the Ugandan authorities in facilitating a Congolese technical mission to Uganda in May to register former M23 fighters.

42. On 2 and 3 June, my Special Envoy for the Great Lakes Region and her counterparts from the United States of America, the European Union and the African Union, as well as my Special Representative (the "team of Special Envoys") travelled to Kinshasa and held discussions with the Government, civil society and international partners on the way ahead on the key objectives of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region.

43. From 20 to 23 May, the seventh meeting of the Technical Support Committee of the Regional Oversight Mechanism was held in Goma. It was the first time that the meeting had been held in the Democratic Republic of the Congo. Discussions focused on progress in the implementation of the regional action plan, including the work of the Expanded Joint Verification Mechanism, the Joint Intelligence Fusion Cell and disarmament, demobilization and reintegration activities.

44. On 2 June, in Nairobi, the International Conference on the Great Lakes Region and MONUSCO signed a memorandum of understanding, pursuant to the summit of the International Conference on the Great Lakes Region on 31 July 2013, directing the Committee of Chiefs of Defence Forces of the Conference to create a link between the security mechanisms, the Joint Intelligence Fusion Cell, the Expanded Joint Verification Mechanism, the Committee of Chiefs of Defence Staff and the Committee of Ministers of Defence.

45. Mass expulsions of citizens of the Democratic Republic of the Congo from the Congo, reportedly stemming from the rise in crime in Brazzaville, began on 4 April and sharply increased throughout the reporting period. Since April, more than 133,000 people have arrived in Kinshasa, Bandundu and Equateur; some 2,000 expulsions were confirmed, while other returns appear to have been triggered by the deteriorating situation in Brazzaville. On 2 June, a mixed commission was set up by the Democratic Republic of the Congo and the Congo to find solutions to the humanitarian concerns resulting from the expulsions. The two countries also signed an agreement on the movement and establishment of persons and goods and agreed to establish a joint team to investigate allegations of human rights violations committed during the expulsions.

## III. Implementation of the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

### Good offices of my Special Representative

46. My Special Representative continued to encourage the development of a political environment conducive to the implementation of critical national reforms, including security sector reform, progress in stabilization, the timely implementation of the third national disarmament, demobilization and reintegration plan and the holding of free and fair elections in line with the Constitution. In

chairing the monthly ambassadorial meetings, he pursued efforts to strengthen the coordination of international support and initiatives to engage the Congolese authorities in the areas of disarmament, demobilization and reintegration, elections, security sector reform and stabilization. As part of that engagement, he met the President on 17 April and shared a joint letter from MONUSCO and the 14 ambassadors who constitute the disarmament, demobilization and reintegration, elections, security sector reform and stabilization mechanism, requesting a high-level meeting on security sector reform.

47. On 3 June, in meetings with the President and other Congolese actors, the team of Special Envoys requested the publication of the full electoral calendar, including for the presidential elections in 2016.

48. My Special Representative initiated a series of round tables on elections with political leaders from both the political opposition and the majority. The first, also attended by diplomats based in Kinshasa, was held on 30 April with the leaders of five opposition parties: Union pour la démocratie et le progrès social, Union pour la nation congolaise, Mouvement pour la libération du Congo, Forces acquises au changement and Union des forces du changement. A second round table was held on 14 May with political parties of the majority (Parti du peuple pour la reconstruction et la démocratie, Mouvement social pour le renouveau, Parti lumumbiste unifié, Alliance pour le renouveau du Congo, Alliance des forces démocratiques du Congo), the Independent National Electoral Commission and members of the diplomatic community. On 27 May, at a third round table, my Special Representative brought together the leading members of the majority and the opposition. The meeting was an opportunity for both sides to present their respective positions. They agreed to continue their discussions facilitated by my Special Representative.

49. On 31 May, addressing the diplomatic corps, including my Special Representative, the President voiced objections to round tables on electoral matters led by third parties, in particular those involving opposition parties, that had not participated in the National Dialogue consultations in 2013.

**Protection of civilians**

50. The new paradigm of MONUSCO, focused on mobility and flexibility, yielded positive results in effectively tackling threats to civilians. Coordination mechanisms with humanitarian agencies were reinforced, with a focus on prevention and early warning.

51. MONUSCO focused on prevention by strengthening civil and military coordination at the operational and tactical levels. In March, it established an operations planning team to enhance civil-military planning and reinforce coordination of the protection and stabilization actions of the Mission. In May, the Force Commander reissued guidance on the protection of civilians and launched discussions on further enhancing protection measures and improving the coordination of protection activities with civilian counterparts.

52. At the tactical level, the community protection committees, supported by community liaison assistants in areas in which MONUSCO is based, played an important role in providing early warning and ensuring a rapid and appropriate response by MONUSCO. During the reporting period, community focal points

transmitted more than 500 early warning alerts through the community alert network. The Congolese authorities responded to 79 per cent of the alerts and MONUSCO to 17 per cent. MONUSCO police participated in 17 joint protection missions in various localities.

**Mission deployment and neutralizing armed groups**

53. The Mission continued to provide support to FARDC operations launched on 16 January against ADF around Kamango. Those operations are continuing and have been marked by heavy fighting, with significant casualties sustained by both ADF and FARDC.

54. In a joint operation launched by FARDC and MONUSCO on 14 March, APCLS was cleared from its stronghold and headquarters near Lukweti in North Kivu. MONUSCO provided attack helicopter and ground troop support. Pressure from the operation resulted in the surrender of more than 100 APCLS elements, including several high-ranking officers. While weakened, the group remained active, as illustrated by its attacks against FARDC and MONUSCO on 5 April, 30 April and from 7 to 9 May. The attacks were all repelled with the support of MONUSCO attack helicopters. Operations against APCLS continue.

55. The launch of joint operations against FDLR awaits the green light from the President and the outcome of the voluntary FDLR disarmament process in North and South Kivu. Day and night patrols on the ground and by air continued to apply military pressure on FDLR. MONUSCO supported FARDC in response to attacks by FDLR in Nyamilima on 20 May and close to Rwindi on 21 May. In addition, radio and video awareness-raising and leaflet drops were used to encourage FDLR elements to join the disarmament process. MONUSCO provided logistical support for the transportation of the 102 FDLR elements who had been disarmed to a camp in Kanyabayonga and the 83 elements from Kigogo in Mwenga territory to the transit camp in Walungu territory.

**Support to security sector reform and police reform**

56. MONUSCO continued to pursue a three-tiered approach to security sector reform at the political, technical and operational levels and convened regular meetings with the international community to exchange information and ensure a coordinated approach.

57. On 14 May, MONUSCO took the lead in convening and chairing a first meeting with partners involved in assisting the Government with the training of the rapid reaction force. Belgium, France, South Africa and the European Union Security Sector Reform Mission participated, while the Government chose not to attend. Participants discussed coordination of the training programmes for the rapid reaction force and agreed to review the way in which bilateral programmes could be tailored to create a unified training doctrine best suited to the needs of the force.

58. MONUSCO continued to work with a range of international partners on security sector reform, including the European Union Security Sector Reform Mission and the European Union Police Mission. MONUSCO co-chaired a monthly working group with the European Union Security Sector Reform Mission on army and defence reform. With the European Union Police Mission, MONUSCO was active in bolstering the Police Reform Monitoring Committee charged with

overseeing the five-year reform plan for the national police, which began in 2014. The committee is now seen as the main body for reform of the national police when the mandate of the European Union Police Mission ends in September 2014.

59. During the reporting period, 695 officers of the national police in the Provinces of Bas-Congo, Kasai Occidental and South Kivu, including 94 middle-level personnel, 55 trainers and 58 female officers, benefited from a pilot training project on community policing techniques facilitated by MONUSCO and funded by the United Kingdom. In Bunia, 139 police officers, including a woman, were trained in election security, while in Kalemie 72 officers, including 9 women, were trained in traffic control and regulation.

**Justice and corrections institutions**

60. Through its prosecution support cells, MONUSCO continued to assist the military justice authorities in investigating and prosecuting serious crimes. In May, MONUSCO and the United Nations Development Programme (UNDP) supported the North Kivu military court in conducting mobile courts in Beni, with a view to ensuring military justice and accountability for serious crimes committed by FARDC in Beni during military operations. Cases against 20 FARDC soldiers were opened and are continuing.

61. MONUSCO continued to provide technical support to the Congolese prison authorities. On 2 April, the Mission put into operation a laboratory in the Ndolo military prison in Kinshasa to facilitate the early detection and treatment of inmates infected with tuberculosis. In the same prison, MONUSCO and UNDP constructed and equipped two courtrooms, which were handed over to the prison authorities on 16 April. MONUSCO also constructed a separate block to house women with infants in Makala prison in Kinshasa, which was handed over to national partners on 13 June. The renovation of Bafwasende prison in Orientale Province through a quick-impact project was completed on 13 May.

**Stabilization and peace consolidation**

62. The revised International Security and Stabilization Support Strategy entered its operational phase early in 2014. Through a MONUSCO needs assessment, the territories of Mambasa in Orientale Province, Kalehe in South Kivu and Rutshuru in North Kivu were identified as priority geographical areas where the new approach would be piloted. The Peacebuilding Fund will support two of the pilot initiatives.

63. MONUSCO established four islands of stability as a step towards stabilization in areas recently cleared of armed groups to pave the way for the return of State authority and development. In Kiwanja-Rutshuru, units of the national police were deployed, supported by MONUSCO police, with tents, rations and fuel. The Territorial Administrator and civil servants have returned to the area. In coordination with the newly reinstalled authorities, MONUSCO is developing a package of activities that bridge protection and stabilization issues. It is focusing on the opening of humanitarian access, the establishment of a democratic dialogue, the planning of priority stabilization needs and the restoration of the social contract in those areas where an improvement in the security situation is expected.

64. MONUSCO has developed support options to rehabilitate police, justice and administrative buildings in the islands of stability. The Rutshuru prison has

reopened and its personnel have been trained by MONUSCO. The North Kivu authorities have identified seven additional areas that are ready to be turned into islands of stability.

**Extraction and trade of natural resources**

65. Together with the International Organization for Migration, MONUSCO has monitored and evaluated the traceability of the supply chain for conflict-free minerals through missions to North Kivu, South Kivu and Maniema Provinces. In North Kivu, in March and April, the cooperative of the artisanal miners in Masisi territory sold some 100 tons of conflict-free or "green" minerals through the Tin Supply Chain Initiative tagging process of the International Tin Research Institute. A tagging system is expected to begin by 30 June for 10 other conflict-free mine sites in Masisi territory. Some 21 other mining sites were evaluated in April in North Kivu for future validation. A second phase of validation of mining sites was implemented in June for northern Katanga Province, also covered by the responsible minerals trade project.

**Support to disarmament, demobilization and reintegration; and disarmament, demobilization, repatriation, resettlement and reintegration**

66. Following the adoption of the third national disarmament, demobilization and reintegration plan in December 2013, an operational plan was drafted. That plan sets out the general principles and operating procedures for implementation of the national plan. On that basis, a team of World Bank experts, in partnership with MONUSCO, developed a project document for the plan, which was presented to the international community on 21 June 2014. Reinsertion activities led by MONUSCO, scheduled to last up to a year, will aim to bridge the gap between demobilization and reintegration.

67. Between 1 April and 24 June, 305 combatants and dependants from Congolese and foreign armed groups participated in the MONUSCO programme for disarmament, demobilization, repatriation, resettlement and reintegration. That included a total of 161 members of Congolese armed groups and 101 children associated with armed groups. Some 150 elements of foreign armed groups have surrendered to MONUSCO since 1 April, of whom 75 were fighters (59 from FDLR), 2 were children associated with armed groups and 41 were dependants (in addition to 28 civilian refugees). In addition, 90 FDLR elements were repatriated, along with 34 dependants.

**Electoral support**

68. On 4 April, the Independent National Electoral Commission conveyed a request for logistical support by MONUSCO for the second phase of mapping the polling sites and a limited operation to update the voter registry. Following an evaluation of the needs of the Commission and its own capacity, MONUSCO responded favourably to the request. To ensure proper planning, identification of support needs and coordination, my Special Representative reinvigorated the electoral integrated task force, comprising MONUSCO, the United Nations country team and the national structures involved in electoral logistics operations. The UNDP project document on support to the electoral process was submitted to donors in May. A decision on the level of funding is pending.

**Human rights**

69. Serious human rights violations and abuses, including rape and abductions, continue to be committed by armed groups and the Congolese security forces. On 12 April, at least 60 civilians, including women, were reportedly abducted by FDLR combatants in Buleusa village in Walikale territory. They were reportedly targeted for refusing to take part in forced community labour imposed by FDLR leaders in the area. MONUSCO was also informed of retaliatory acts, including mass rape and lootings, reportedly carried out by Mayi-Mayi Simba and Mayi-Mayi Manu elements against the local population in Mambasa territory between 14 and 21 April, following the death of the Mayi-Mayi leader, Paul Sadala, alias Morgan, on 14 April. According to the preliminary findings of a human rights investigation mission, during the period from 20 February to 18 May, at least 106 women, including 33 minors, were reportedly raped, at least 100 individuals were abducted and 3 civilians were summarily executed by Mayi-Mayi elements during attacks on villages in Mambasa territory in Orientale Province.

70. Following investigations, MONUSCO confirmed the rape of at least 11 women on 12 and 13 April and other serious human rights violations committed in Masisi territory, North Kivu, by soldiers belonging to the 8th Military Region of FARDC. High-level advocacy was undertaken with the leadership of FARDC to hold the perpetrators accountable, in line with the human rights due diligence policy on United Nations support to non-United Nations security forces, urging action and warning that MONUSCO support to the regiment involved would be cut, should no action be taken. MONUSCO is also concerned about allegations of violations of human rights and international humanitarian law committed by FARDC and ADF fighters in Beni territory.

**Sexual violence**

71. Armed groups and the Congolese defence and security forces have continued to commit crimes of sexual violence. In April and May, such crimes were allegedly committed against at least 139 women and 128 girls by elements of armed groups and State agents. Members of FARDC were reportedly responsible for the rape of, and other forms of sexual violence against, 56 women, including 22 girls. Elements of the Mayi-Mayi group Patriotes résistants congolais were responsible for such crimes against 21 women, including 12 girls, and other armed groups for such crimes against 179 women, including 87 girls.

72. On 5 May, a military court in Goma ruled on cases against 39 FARDC soldiers charged with rape and other serious human rights violations committed in Minova in South Kivu in November 2012. The court convicted 26 soldiers, including 2 for rape, 1 for murder and the rest for looting and military offences. The court acquitted 13 officers charged with command responsibility. In coordination with international partners, MONUSCO provided technical and logistical support to the investigation, assistance with security at the trial and for the protection of victims and witnesses. Although the decision of the court is not subject to appeal, in line with the military justice code, counsel for the victims decided to take the matter before the military high court to defend their constitutional right to appeal against a judicial ruling.

**Child protection and armed conflict**

73. During the period under review, 21 children (4 girls and 17 boys) were recruited into armed groups, including 8 under 15 years of age. The perpetrators were FRPI (6), LRA (5), FDLR/Forces combattantes Abacunguzi (3), Raia Mutomboki (3), APCLS (2), Union des patriotes congolais pour la paix (1) and Mayi-Mayi Yakutumba (1). The children were used as porters, cooks, escorts and fighters. MONUSCO, the United Nations Children's Fund and other partners identified 233 children (12 girls and 221 boys) who had escaped, surrendered or had been separated from armed forces and groups during the period. That included 131 children between 13 and 17 years of age formerly associated with armed groups, who were separated from the FARDC triage centres in Kitona (Bas-Congo), Kamina (Katanga) and Kotakoli (Equateur) between 1 and 10 April.

74. Progress was made in the implementation of the action plan to prevent child recruitment and other grave human rights violations against children. Following the directive of the Ministry of the Interior to provincial governors dated 17 March, two provincial joint technical working groups were established in North Kivu and South Kivu. In the context of efforts to combat impunity for grave child rights violations, five FARDC elements and one from the national police were convicted by the Bukavu military court of raping children.

**Monitoring the implementation of the arms embargo**

75. MONUSCO continued to gather information on the movement of, and support to, illegal armed groups. MONUSCO military observers conducted patrols in the border areas, while the riverine radar monitored traffic moving across Lake Kivu. In addition, MONUSCO unmanned aerial systems assisted with identifying cross-border smuggling routes. The unmanned aerial systems programme attained full operational capability on 8 April, comprising a total of five aircraft, an enhanced ground control station and a wide range of sensor functionalities.

**Support for the disposal of explosive ordnance**

76. Following the transfer of tasks to the United Nations country team, the United Nations Mine Action Service continued to support the explosive ordnance disposal team integrated within the MONUSCO structure in Goma and continued to carry out humanitarian mine action activities within the United Nations country team and in support of the national mine action authorities. During the reporting period, 4,217 items of unexploded ordnance were destroyed in North Kivu, ensuring the safe movement of United Nations personnel and the local population, while facilitating access for humanitarian agencies throughout the province.

## IV. Safety and security of United Nations personnel

77. Security threats to United Nations staff, premises and operations remained high in the northern part of North Kivu Province owing to ADF directly targeting United Nations staff and installations. In Beni, an integrated operational strategy was implemented in May by MONUSCO police, the national police and the Department of Safety and Security of the Secretariat to reduce security risks in the area. Three MONUSCO peacekeepers were injured by APCLS elements on 30 April during military operations in Nyabiondo, North Kivu, in support of FARDC.

MONUSCO also recorded 28 crime-related incidents and 28 hazard-related incidents. Those included the burglary of staff members' residences, theft of United Nations property and road accidents.

## V. Mission reconfiguration and road map for the transfer of tasks

### Mission reconfiguration

78. MONUSCO continues to implement its reconfiguration to the east, in support of the transition to a field-based mission focused on operations. By the end of August 2014, some three quarters of all civilian staff will have redeployed to the eastern Democratic Republic of the Congo. A subsequent consolidation of premises in Kinshasa is planned as the reconfiguration advances.

79. During the initial reconfiguration phase, by the end of February 2014, 204 headquarters personnel had moved from Kinshasa to Goma and established the Mission hub for eastern operations, focused on fulfilling its mandated tasks for the protection of civilians and for stabilization in the area. An additional 139 substantive, 186 support, 44 police and 112 Force headquarters personnel are planned to reinforce the MONUSCO presence in Goma and the coordination of its eastern operations, with staff reassignments carried out in phases between May and August 2014.

80. Field offices in the east are being reinforced through the redeployment of some 130 civilian staff. The additional capacity will reinforce the ability of the Mission to deliver its mandated tasks in the east and to enhance support in areas freed from armed groups and the subsequently emerging islands of stability.

81. To maintain minimum monitoring and reporting functions in the west, antenna offices comprising 10 staff members are being established in Bandundu, Kananga, Kindu, Matadi, Mbandaka and Mbuji-Mayi, each composed of substantive, support and police personnel. Planning is under way to co-locate the remaining MONUSCO presence in each location with the United Nations country team and share support functions.

82. The operational implications of the reconfiguration of MONUSCO for the United Nations country team are significant. The United Nations Humanitarian Air Service will continue to provide air transport services, based on available capacity, once MONUSCO ceases its aviation services to the antenna locations on 30 June 2014. MONUSCO will, however, retain responsibility for aviation-related ground services in all the antenna locations for a transitional period of a year, during which time such responsibilities will be gradually transferred to the Government. Similarly, MONUSCO will continue to support the security system in the antenna locations by placing a security officer in each location for a year. Other elements of the security system will be subject to cost-sharing arrangements managed by the Department of Safety and Security.

### Transfer of responsibilities

83. The implementation of the road map on the transfer of responsibilities is moving forward. The transfer of electoral assistance and the consolidation of peace

and democracy tasks, however, pose significant challenges in the absence of adequate funding by the Government and donors. The implementation of the transfer road map has highlighted the urgent capacity needs of the United Nations country team before it can fully take over MONUSCO responsibilities. The country team currently has 209 staff in areas not affected by conflict, of which 15 are internationals and 194 nationals.

84. The assessment of capacity needs was followed by the development of a resource mobilization strategy. The country team drafted short briefs to be presented to donors, which explain how responsibilities will be programmed, including justification and estimates of financial resource needs.

85. The identification of additional programmatic responsibilities to be transferred to the Government, the United Nations country team and donors is under way. My Special Representative agreed with the Prime Minister on 21 April to convene a joint task force on the transfer of responsibilities and reconfiguration.

## VI. Observations

86. Since my previous report and the adoption of Security Council resolution 2147 (2014) extending the mandate of MONUSCO, some progress has been made in the overall implementation of the United Nations strategy to address the recurring cycles of violence in the eastern Democratic Republic of the Congo and promote stability in the Great Lakes region. Following the defeat of M23, military operations against ADF have continued and the first steps towards the disarmament of FDLR have been taken. The Government's presence in areas cleared of armed groups, including in the islands of stability supported by MONUSCO, is gradually increasing. That progress, while welcome, is still too slow and remains extremely fragile. ADF has been significantly weakened, but not defeated. The heavy losses that it incurred during its operations against ADF notwithstanding, FARDC, with the support of MONUSCO, needs to persist in its efforts to dismantle the command and control structure of ADF.

87. The disarmament of FDLR, initiated on 30 May, needs to be completed without delay. I would welcome a process that would achieve that result without resorting to military action, but it must be credible and time bound. The engagement of all partners, from the Government and MONUSCO to SADC and the International Conference on the Great Lakes Region, together with key Member States in the region, is needed to ensure that there is no ambiguity and that there are no preconditions for the disarmament of FDLR. A serious assessment of the process to date, which has not yielded the expected results after the initial surrender of close to 200 FDLR combatants, must be undertaken without delay. Military operations against FDLR remain an option and should be seriously considered again if the negotiated process produces inadequate results.

88. Armed groups continue to operate in the four eastern provinces and pose a serious threat to civilians. In the wake of the defeat of M23, some 6,000 elements belonging to armed groups surrendered to the Congolese authorities and to MONUSCO. With the release of the project document for the disarmament, demobilization and reintegration programme, it is incumbent upon the Government, MONUSCO and the international community to ensure that the programme is now made operational and adequately funded. Such a programme not only would help to

prevent those elements from returning to armed groups, but also would constitute an important incentive for other members of armed groups to abandon their destructive way of life. Concomitant progress on restoring the authority of the State in the east and support for stabilization measures is also needed to ensure that no security vacuum exists, that the population receives essential services and that economic recovery can take root. I urge the Government to assign adequate resources, in particular human resources, to this important objective. I also urge donors to redouble their efforts in support of those initiatives in the east.

89. It remains essential that, while addressing the threat of armed groups in the east, the Government, with the support of the international community, tackle the root causes of the conflict through the implementation of key reforms, as it committed to do under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region. I remain concerned by the slow progress in the implementation of national commitments, in particular those relating to army reform and the establishment of a rapid reaction force, a key element in the exit strategy for MONUSCO set out in resolution 2147 (2014). However, the national commitments are interlinked and progress on all fronts is required to change the conflict dynamic. That will demand, first and foremost, strong leadership. The international community, and in particular the United Nations, stands ready to work in close partnership with the Government to ensure that those fundamental reforms move forward. The upcoming electoral process, while of seminal importance for the durable consolidation of democracy, should not distract the Government from those key objectives.

90. Regarding preparations for the elections scheduled for 2015 and 2016, I welcome the good offices undertaken by my Special Representative to help to promote an inclusive and transparent political dialogue among all Congolese stakeholders, in particular in view of the apprehensions over possible amendments to the Constitution. I encourage the Congolese authorities to reinforce the inclusiveness of the process so as to ensure that the coming elections are as widely supported as possible. The timely publication of the full electoral calendar, in particular, would contribute to that objective and help to ensure that the international community lends its full support to the process.

91. In accordance with Security Council resolutions 2098 (2013) and 2147 (2014), MONUSCO has transferred its technical support tasks for the elections to the United Nations country team, namely UNDP. However, the electoral support project developed by UNDP to provide technical assistance to the Independent National Electoral Commission, complementing the good offices mandate of my Special Representative and the Mission's logistical assistance, remains largely unfunded. I therefore call upon the international community to consider providing immediate funding for the start-up of the electoral support project, although with the proviso that any logistical and technical support will be continually assessed and reviewed.

92. The Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region remains central to the consolidation of peace and stability in the Democratic Republic of the Congo and the region. I welcome the technical work under way at the regional level to implement its provisions. The hosting by the Government of the Democratic Republic of the Congo of the seventh meeting of the Technical Support Committee of the Regional Oversight Mechanism in Goma in May was an important event for confidence-building and cooperation

between the countries of the Great Lakes region. At the same time, I wish to remind all signatories to the Framework that they must abide fully by their regional commitments, including respecting the sovereignty and territorial integrity of neighbouring countries. I wholeheartedly welcome the continued involvement of the team of Special Envoys from the African Union, the European Union and the United States, under the leadership of my Special Envoy for the Great Lakes Region, working in close collaboration with my Special Representative for the Democratic Republic of the Congo and head of MONUSCO. I also commend the President of Angola for the important role that he is playing as Chair of the International Conference on the Great Lakes Region in pursuing the work of his predecessor, the President of Uganda, and fostering greater collaboration between key stakeholders in the region.

93. Efforts to combat impunity and the promotion of accountability for perpetrators of violations of human rights remain at the core of the MONUSCO mandate. While recognizing the sovereignty of Congolese national institutions, I am disappointed at the judgements rendered in the Minova trials, which fell short of the expectations of the victims. Those verdicts also underscore the need for progress in reforming the judiciary and strengthening its independence in order to enhance efforts to combat impunity.

94. I am grateful to my Special Representative and Head of MONUSCO, Martin Kobler, my Special Envoy for the Great Lakes region, Mary Robinson, and the Special Envoys of the African Union, the European Union and the United States for their tireless efforts. I am deeply appreciative of the work being done by the MONUSCO personnel and the United Nations country team in what continues to be a dangerous and unpredictable environment, in particular in the east. I especially wish to thank the many national staff members who have been helping to advance peace and stability in the Democratic Republic of the Congo through their work for many years.

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## Letter dated 27 June 2014 from the Permanent Representative of the Democratic People's Republic of Korea to the United Nations addressed to the Secretary-General

I have the honour to transmit herewith a copy of the statement released by the spokesperson for the Ministry of Foreign Affairs of the Democratic People's Republic of Korea with regard to a film made in the United States of America whose plot involves insulting and assassinating the supreme leadership of the Democratic People's Republic of Korea (see annex).

To allow the production and distribution of such a film on the assassination of an incumbent Head of a sovereign State should be regarded as the most undisguised sponsoring of terrorism as well as an act of war.

The United States authorities should take immediate and appropriate actions to ban the production and distribution of the aforementioned film; otherwise, it will be fully responsible for encouraging and sponsoring terrorism.

I should be grateful if you would have the present letter and its annex circulated as a document of the General Assembly, under agenda item 110, and of the Security Council.

(*Signed*) **Ja** Song Nam
Ambassador
Permanent Representative

14-56413 (E) 010714

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## Annex to the letter dated 27 June 2014 from the Permanent Representative of the Democratic People's Republic of Korea to the United Nations addressed to the Secretary-General

### DPRK Foreign Ministry spokesman blasts U.S. moves to hurt dignity of supreme leadership of DPRK

Pyongyang, 25 June (KCNA) — The spokesman for the Foreign Ministry of DPRK released the following statement:

The enemies have gone beyond the tolerance limit in their despicable moves to dare hurt the dignity of the supreme leadership of DPRK.

A preview of a film on insulting and assassinating the supreme leadership of DPRK is floating in broad daylight in the U.S., a kingpin of international terrorism and its cesspool, shocking the world community.

The U.S. has gone reckless in such provocative hysteria as to bribe a rogue film-maker into daring to hurt the dignity of the supreme leadership of DPRK. This act of not fearing any punishment from Heaven is touching off the towering hatred and wrath of the service personnel and people of DPRK.

The above-said practice is, however, a revelation of its fear, as it is taken aback by the bright and rosy future of DPRK under the leadership of the peerless great man and a last-ditch effort of those who are seized by a daydream.

Absolutely intolerable is the distribution of such a film in the U.S., as it is the most undisguised terrorism and an act of war to deprive the service personnel and people of DPRK of their mental mainstay and bring down its social system.

The dignified and worthwhile life that the Korean people enjoy at present and the great changes taking place in the country, as well as everything valuable that will belong to the rosy future when the dreams and ideals of the people will come true, would be unthinkable apart from the supreme leadership of DPRK.

That is why they regard the supreme leadership as dearer than their own lives.

It is their firm determination to mercilessly destroy anyone who dares hurt or attack the supreme leadership of the country even a bit.

Those who defamed our supreme leadership and committed hostile acts against DPRK can never escape the stern punishment to be meted out according to law, wherever they might be in the world.

If the U.S. administration connives at and patronizes the screening of the film, it will invite a strong and merciless countermeasure.